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Forty-fifth session

# UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

## PART III - EUROPE

## Section 10 - Hungary

(submitted by the High Commissioner)

GE.94-02934

## III.10 HUNGARY

### Country Overview

**Characteristics of the refugee population**

1. In 1993, the authorities reported the arrival of 5,366 asylum-seekers, 85 per cent of whom were from the former Yugoslavia. As Hungary retained the geographical limitation when acceding to the 1951 Convention and the 1967 Protocol, it accepts applications only from asylum-seekers of European origin of whom 361 were recognized and 45 were rejected. By 31 December 1993, 2,978 Convention refugees lived in Hungary (2,138 from Romania, 643 from the Federal Republic of Yugoslavia, 129 from Croatia, 16 from Bosnia and Herzegovina, and 52 from the former Soviet Union). The number of Croatian *de facto* refugees who have remained in Hungary since the signing of the 1951 Geneva Convention is estimated at around 40,000. The number of Romanian citizens of Hungarian origin who sought refuge in Hungary between 1988 and 1991 is estimated at around 30,000.

2. At the end of 1993, 8,000 individuals from the former Yugoslavia were receiving temporary protection in Hungary. As of May 1994, over 6,600 individuals (2,196 in centres and 4,467 in private accommodation) continued to benefit from government assistance. About one third are of Bosnian origin, one third ethnic Hungarians from Vojvodina in Serbia (Federal Republic of Yugoslavia), and the remaining are Croats from the United Nations Protected Area East (UNPA) in southern Croatia, many of them also of ethnic Hungarian origin.

3. Due to the geographic limitation to the 1951 Convention, two separate eligibility procedures exist. UNHCR has direct responsibility for the status determination of non-European asylum-seekers and the provision of assistance to non-European refugees.

4. In 1993, some 500 non-Europeans approached UNHCR. The Office commenced eligibility interviews in 261 cases and recognized 16 cases (34 persons). A number of asylum-seekers left the country of their own accord before the eligibility determination process had been completed. By the end of 1993, 45 non-Europeans recognized as mandate refugees lived in the country (15 Afghans, eleven Iraqis, five Somalis, four Chinese, four Nigerians, two Mauritanians, and one from Ethiopia, the Islamic Republic of Iran, Lebanon and Liberia, respectively).

**Major developments (1993 and first quarter 1994)**

5. With the exception of arrivals from the former Yugoslavia, the number of European asylum-seekers has decreased over the last few years. Hungary continues to be a transit country, and requests for asylum are often made only when individuals are apprehended while attempting to reach neighbouring countries.

6. Those recognized under UNHCR's Mandate are allowed to stay temporarily until a resettlement country is identified. In practice, however, Mandate refugees find themselves without prospects for long-term solutions. Integration into Hungarian society being extremely difficult, many opt to leave Hungary illegally. UNHCR is

engaged in a dialogue with the Government with the aim of obtaining, permission for recognized non-European refugees to be allowed to integrate in Hungary, despite the fact that the geographic reservation has not been lifted as of yet.

**Programme objectives and priorities**

7. UNHCR's primary objective is to reinforce the infrastructure concerning refugees by supporting the Government and non-governmental organizations (NGOs) through guidance and training activities. UNHCR also continues to encourage the Hungarian Government to lift the geographical reservation to the 1951 Convention.

8. The electronic data registration system (Hungarian Tracking of Individual Cases System - HTICS) was introduced in January 1994. It is to be replaced towards the end of the year by the Hungarian version of the Central Eastern European Registration of Individual Cases System (CEERICS). In 1993, the Branch Office was given access to databases run by UNHCR's Centre for Documentation on Refugees.

9. While some refugees from the former Yugoslavia nurture the hope that repatriation will be possible, there are also many who view integration as a more realistic option. UNHCR's objective is to assist the Government in creating conditions conducive to integration. A request by UNHCR to grant work permits is being reviewed.

**Arrangements for implementation/related inputs**

10. The responsibility for the reception, accommodation and integration of European refugees lies with the Hungarian Government (the Bureau for Refugee and Migration Affairs within the Ministry of Interior). UNHCR will will continue to contribute to efforts aimed at local integration. The Hungarian Red Cross and Interchurch Aid are regularly involved in refugee work and have gradually assumed greater responsibility in providing social and legal counselling, and care and maintenance. In addition, UNHCR will encourage other NGOs to assist in projects related to the integration of refugees into Hungarian society.

11. The Hungarian Red Cross, in close cooperation with UNHCR, houses non-European asylum-seekers and refugees and assumes its own administrative support costs. An ecumenical organization, Hungarian Interchurch Aid, provides counselling for non-European refugees, and funds its own accommodation facility for refugees from the former Yugoslavia.

## General Programmes

**Care and maintenance**

(a) **Variations in planned activities in 1993**

12. As the number of non-European refugees accommodated in the Red Cross reception centre doubled from 100 to 200, the increased costs had to be covered through a transfer between appropriations.

(b) **1994 planned implementation**

13. As the geographical limitation was not lifted as anticipated, the care and maintenance programme had to continue. Funds were made available through a transfer between appropriations. Basic support to non-European refugees continued to be provided by two local NGOs. Health care, education and vocational training assistance was provided by the Bureau of Refugee and Migration Affairs. UNHCR will continue to place emphasis on institution-building activities and on refugee law and social services training to officials involved in refugee matters.

14. Supplementary health care and educational support to refugees from European countries have been incorporated into the care and maintenance project.

(c) **1995 programme proposals**

15. Until such time as the geographical limitation is lifted, UNHCR will continue to provide for the reception, accommodation and integration of non-European asylum-seekers and refugees. As in the previous year, the project proposal includes a provision for assistance in health care, social counselling and education as well as legal assistance to refugees and asylum-seekers. A slight increase of the allocation will be necessary due to higher living costs.

**Local Settlement**

(a) **Variations in planned activities in 1993**

16. The local settlement project, designed to assist the Hungarian Government to integrate European refugees, was implemented as planned. UNHCR provided funds for health care, community services and education (including Hungarian language courses), and vocational training for refugees from European countries.

(b) **1994 planned implementation**

17. Assistance to European refugees has been incorporated into the care and maintenance project.

(c) **1995 programme proposals**

18. Given the uncertainty of being able to find durable solutions, all assistance has been incorporated into the care and maintenance project, and no allocation for local settlement is proposed for 1995.

**Special Programmes**

**Care and maintenance of refugees from the former Yugoslavia**

(a) **Variations in planned activities in 1993**

19. The care and maintenance project established in 1992 was designed to assist some 15,000 refugees. This programme continued in 1993 with a reduced number of beneficiaries and, consequently, a lower degree of funding. The $ 4 million project was targeted at 7,000 beneficiaries and provided food, medical and

educational assistance. The reduction of the caseload is due to the greater numbers of Croatians repatriating and the decrease in the arrival of new asylum-seekers.

20. The majority of the present beneficiaries arrived in 1991 and 1992, with only a small number registering in 1993. It is apparent that, although Hungary shares a frontier with several former Yugoslav republics, it is not a primary destination for those seeking temporary protection.

(b) **1994 planned implementation**

21. The situation of those who received temporary protection in Hungary is increasingly precarious. Some individuals have already been in Hungary for two years and the prospects of return still remain remote. UNHCR is sponsoring a study to investigate the social and psychological needs of the refugees, with a special focus on women and children, to find ways and means of improving their condition. The project involves a consultant working in close cooperation with the Bureau for Refugee and Migration Affairs. Also, through the creation of a working group on social work activities, it is expected to transfer some responsibilities in this field to a local NGO. UNHCR assistance to the Hungarian Government for refugees from the former Yugoslavia is targeted at some 5,000 individuals.

(c) **Programme proposals**

22. If repatriation does not prove to be feasible, efforts will need to be directed towards local integration. UNHCR recommends a continuation of the care and maintenance programme for a projected 5,000 beneficiaries.

## Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

23. Administrative support costs during 1993 were higher than expected, as staff members on leave had to be replaced by temporary assistance arrangements due to the heavy workload resulting from the supportive function of the Office as a transit point for the Special Operation for Former Yugoslavia. This expenditure was, however, slightly offset by savings resulting from the posts of Public Information Officer and Legal Officer not being filled for the whole year. The Government continued to provide rent-free premises.

(b) **1994 planned implementation**

24. The need for an Interpreter/Translator was formalized by the creation of a post as of June 1994 until December 1995, to be funded under the Special Operation for Former Yugoslavia. Estimates for communications, operating expenses and travel of staff to provinces affected by refugee movements have been adjusted minimally. Amounts have been foreseen for the replacement of outdated office equipment.

(c) 1995 programme proposals

25. No major changes in direction are currently foreseen. Initial estimates are slightly lower for non-expendable property as purchases are expected to be made during 1994.

# UNHCR EXPENDITURE IN HUNGARY

(in thousands of United States dollars)

| 1993 | 1994 | | 1995 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1993 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 105.6 | – | 250.3 b/ | CARE AND MAINTENANCE | 289.5 |
| 10.2 a/ | – | – | VOLUNTARY REPATRIATION | – |
| 182.7 | 250.0 | – | LOCAL SETTLEMENT | – |
| 1.4 a/ | – | – | RESETTLEMENT | – |
| – | – | 294.7 | PROGRAMME DELIVERY See Annexes I a and II a | 273.6 |
| 299.9 | 250.0 | 545.0 | SUB-TOTAL OPERATIONS | 563.1 |
| 233.5 | 216.2 | 47.8 | ADMINISTRATIVE SUPPORT See Annexes I b and II b | 35.5 |
| **533.4** | **466.2** | **592.8** | **TOTAL (1)** | **598.6** |
| **SPECIAL PROGRAMMES (2)** | | | | |
| 4,267.3 | 242.1 | 3,347.7 | HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA | 4,030.0 |
| – | – | 287.3 | PROGRAMME DELIVERY See Annexes I a and II a | 293.7 |
| | | | OTHER TRUST FUNDS | |
| 154.4 | 235.9 | 61.2 | ADMINISTRATIVE SUPPORT Junior Professional Officer | 61.2 |
| **4,421.7** | **478.0** | **3,696.2** | **TOTAL (2)** | **4,384.9** |
| **4,955.1** | **944.2** | **4,289.0** | **GRAND TOTAL (1+2)** | **4,983.5** |

a/ obligation incurred against Overall Allocation
b/ allocated from the Overall Allocation

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# UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

## PART III. EUROPE

## Section 11 - Italy

(submitted by the High Commissioner)

GE.94-02882

# III.11 ITALY

## Country Overview

### Characteristics of the refugee population

1. At 31 December 1993, the refugee population in Italy stood at approximately 47,500 persons, including persons from the former Yugoslavia who enjoy temporary protection. The estimated 12,500 Convention refugees were made up of nearly 40 nationalities. Some 5,350 (42.8 per cent) are of East European origin, 1,700 (13.6 per cent) from Africa, 1,650 (13.2 per cent) from the Middle East, 3,250 (26 per cent) from Asia, 350 (0.28 per cent) from Latin America, and 200 (0.16 per cent) are stateless persons.

2. Young males constitute the largest group of refugees, followed by young couples, then families with children and also single women with children. The majority of the refugees are from urban and relatively educated backgrounds.

3. A total of 1,534 individuals applied for asylum in 1993. The largest groups of asylum-seekers came from Romania (546), Ethiopia (335), Bulgaria (71), the former Yugoslavia (54) and Turkey (50).

4. During 1993, 1,955 persons (1,645 cases) - including cases of the 1992 backlog - were examined by the Italian authorities. Of this caseload, 165 persons (138 cases) were granted refugee status under the Convention, while 1,790 persons (1,507 cases) were rejected. A further 600 applicants did not appear for their hearing before the Commission.

5. The overall recognition rate was 8.4 per cent, representing an increase of 5 per cent over the 1992 recognition rate.

6. Temporary asylum on humanitarian grounds was granted to an estimated 5,000 Somalis and some 35,000 individuals from the former Yugoslavia. Both categories are authorized to work in Italy, but only those from the former Yugoslavia benefit from special assistance programmes. At 31 December 1993, 3,449 destitute victims of the conflict in the former Yugoslavia were accommodated in *ad hoc* reception centres, mainly in northern Italy. Somalis and persons from the former Yugoslavia who benefit from temporary asylum are, in principle, not precluded from applying for refugee status.

### Major developments (1993 and first quarter 1994)

7. In response to the High Commissioner's appeal, Italy has declared its intention to accept 400 Bosnian ex-detainees and their families. At the end of 1993, 147 persons had arrived under this scheme and 58 medical evacuees from Sarajevo had been admitted into Italy for treatment.

8. A working group was set up by the Minister of Social Affairs to discuss the question of admission of victims from the conflict in the former Yugoslavia. This working group has produced a draft regulation, adopted by the Italian Government on

14 April 1994, defining criteria and establishing a procedure for the admission of this particular category of asylum-seekers. Another inter-ministerial working group was set up to deal specifically with alien minors.

9. Two initiatives were launched, one by the Italian Refugee Council and the other by the Minister of Social Affairs, which aimed to introduce a new comprehensive law on asylum. The Branch Office in Rome has submitted its comments underlining the particular protection needs and respective procedural safeguards for refugee women and children.

10. The Branch Office maintains a liaison function with a number of United Nations Agencies based in Rome and ensures UNHCR representation, information sharing and reporting at a local level.

Programme objectives and priorities

11. At a policy level, UNHCR will aim to ensure the adequate protection of asylum-seekers and refugees in Italy in 1994 and 1995, as well as access into the country for asylum-seekers. The Branch Office's presence, as an observer, on the Central Eligibility Commission will continue. In this connection, UNHCR will continue to supervise the application of eligibility criteria, set precedents, monitor jurisprudence and provide training, as well as information on countries of origin to government officials involved in refugee status determination.

12. Training activities, aimed at the dissemination of Refugee Law, will continue to be undertaken by the Branch Office. These activities are primarily directed at lawyers, government officials, social workers and other individuals and non-governmental organizations (NGOs) working with refugees.

13. In 1993, the Branch Office in Rome expanded its public information activities - especially media relations - to increase awareness of refugee issues and use public information as a tool for the protection of refugees. The activities involve, inter alia, producing an Italian version of "Refugees" magazine and other documents issued by Headquarters, as well as implementing educational and other public awareness projects. The Italian Government has agreed to produce and distribute 13,000 copies of an Italian version of the UNHCR biennial report, The State of the World's Refugees, free of charge, with the cost of translations being covered by the Italian authorities and publication scheduled for mid-1994.

14. In regard to private sector fund raising activities, Branch Office Rome has successfully implemented a programme involving the corporate sector, local authorities and private donations. Such activities are planned to continue and expand in 1994 and 1995.

15. Further plans are currently being developed to widen the public information and fund raising network. A joint public information/private sector fund raising campaign will be implemented in cooporation with Italian Telecon.

16. Resettlement processing of refugees who are transferred from other countries to Italy for this purpose is expected to continue in 1994 and 1995 on a reduced scale. The Government grants entry visas to these refugees transiting, on a case-by-case basis, and UNHCR assistance is provided until they are resettled. In 1994,

it will include about 170 Iraqi refugees in Malta recognized under the UNHCR Mandate.

Arrangements for implementation/related inputs

17. The Italian Refugee Council (CIR) continued to implement a major part of UNHCR's local settlement and care and maintenance programmes by providing counselling and orientation to asylum-seekers and refugees on a case-by-case basis and intervening, where necessary, with local authorities to facilitate requests from needy refugees for assistance under the UNHCR/Ministry of Interior project. Particular attention is given to the needs of vulnerable groups, such as single women with children, the handicapped and the elderly.

18. The Ministry of Interior is becoming increasingly involved in the local integration of newly arrived refugees. In 1994, UNHCR's contribution to the local settlement programme in Italy finances 20 per cent of the total funding required (compared to 25 per cent in 1993), while the Italian Government assumes the remaining 80 per cent. A large part of the Ministry's contribution provides one-time integration grants for newly recognized refugees in order to allow them to become self-sufficient more rapidly.

19. The Branch Office in Rome implements a small project jointly with the Migrantes foundation to provide counselling services, mainly to refugees undergoing resettlement processing.

## General Programmes

### (a) Variations in planned activities in 1993

20. In 1993, the care and maintenance project was reduced due to the transfer of funds to the local settlement project. Overall savings were identified under the project in instances where financial assistance for individual cases was obtained from the Government.

### (b) 1994 planned implementation

21. The trend of decreasing UNHCR's care and maintenance programme while slightly increasing assistance for local settlement will continue in 1994. In line with the increased government support as mentioned above, UNHCR will reduce its support by 20 per cent of the total funding required.

22. For 1994, provisions were made, within the care and maintenance programme, for the processing of up to 140 refugees in Malta for resettlement in the United States. Since the United States Immigration and Naturalization Service interviews take place in Rome, only eligible refugees are transferred from Malta to Rome, where they stay for one week. Travel costs are covered by the International Organization for Migration (IOM). UNHCR's contribution will cover accommodation and local travel costs.

23. Assistance provided to elderly, infirm and handicapped refugees, and homes for the elderly will also be covered by the care and maintenance project. The project was increased to finance integration grants for recently arrived refugees

to enable them to settle and become self-sufficient more rapidly. Funds are allocated for small work integration projects. The Branch Office in Rome and the CIR will work closely with the Ministry of Interior both to increase awareness of the project at local authority level and to streamline procedures under the Ministry project to reduce the time required for the disbursement of the grants.

24. In the course of 1994, CIR is expected to be able to deal with all individual casework previously handled by UNHCR. Progressively, CIR is seeking alternative sources of funding for its activities in this regard and has launched an independent fund-raising initiative in coordination with the Danish Refugee Council.

**1995 programme proposals**

(a) **Care and maintenance**

25. In 1995, assistance will continue to be provided to refugees transferred from other countries for resettlement purposes and also to retain minimum emergency provisions for vulnerable groups (mainly single women with children), the handicapped and minors, pending receipt of economic assistance from the Italian authorities.

(b) **Local settlement**

26. Administrative assistance to the Italian Refugee Council will continue to be provided pending the development of a fund-raising programme with local authorities and private sources. The agency will increasingly take over aspects of assistance to individual cases previously handled by UNHCR.

## Special Programmes

**Humanitarian Assistance to Displaced Persons from the Former Yugoslavia**

(a) **1994 planned implementation**

27. In the context of the UNHCR Special Operation for Former Yugoslavia, the Branch Office in Rome is involved in the implementation of a project for logistical support to the Sarajevo Airlift Operation from Ancona Airport both for the airlift and the medical evacuations. Staffing at Ancona consists of over 200 officers and airmen plus six UNHCR staff members.

(b) **1995 programme proposals**

28. Funding for the continuation of the former Yugoslavia airlift support programme has been foreseen for 1995.

## Programme Delivery and Administrative Support Costs

### (a) Variations in planned activities in 1993

29. The new Representative took up his functions in February 1993. Staff costs in Italy were higher than expected. The extended sick leave of a staff member had to be covered through temporary assistance from February until September 1993 and increased private sector fund raising activities required temporary clerical assistance for six months from June to November 1993. The Government continues to offer rent-free office premises, yet expenditure was incurred for their renovation as well as for the installation of additional security devices which were required after the Office was threatened by rejected asylum-seekers.

30. In order to provide support to the airlift operation to Sarajevo from the Falconara airbase in Ancona as of February 1993, UNHCR established a presence in Ancona. Two international staff were assigned to the airbase and four local staff members were hired. Costs incurred covered office rent, general operating expenses, and the purchase of essential office equipment and supplies.

### (b) 1994 planned implementation

31. An Associate Resettlement Officer post has been discontinued effective 31 July 1994. Pending a review of private sector fund raising activities in Europe, a Fund Raising Clerk will continue to be covered by temporary assistance. An allocation for non-staff costs related to this activity has also been included in the revised estimate. The security situation will require a continuation of the services of a security company.

32. Given the importance of the airlift activities in Ancona related to the Special Operation for Former Yugoslavia, the UNHCR presence established in 1993 was formally converted to a Field Office in January 1994. Five posts, (four in Ancona and one in Rome) were consequently created effective 1 January 1994 and one professional post was transferred from Bosnia and Herzegovina to Italy.

### (c) 1995 programme proposals

33. The post of Fund Raising Assistant was extended from December 1994 to December 1995 and a Programme Assistant post will be discontinued effective 31 July 1995. Provisions have been made for public information activities, including translations, printing and distribution of information material, and an amount has been included for private sector fund raising activities. Higher living costs are expected to result in a slight increase in expenditure for utilities.

34. It is proposed to continue the support for the airlift operation in the former Yugoslavia in 1995 at a similar level as in 1994.

# UNHCR EXPENDITURE IN ITALY

(in thousands of United States dollars)

| 1993 | 1994 | | 1995 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1993 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 778.3 | 367.0 | 362.2 | CARE AND MAINTENANCE | 318.7 |
| 0.8 a/ | – | – | VOLUNTARY REPATRIATION | – |
| 552.2 b/ | 799.0 | 797.7 | LOCAL SETTLEMENT | 762.3 |
| – | – | 773.5 | PROGRAMME DELIVERY<br>See Annexes I a and II a | 722.9 |
| 1,331.3 | 1,166.0 | 1,933.4 | SUB–TOTAL OPERATIONS | 1,803.9 |
| 1,266.7 | 1,045.8 | 472.6 | ADMINISTRATIVE SUPPORT<br>See Annexes I b and II b | 472.4 |
| 2,598.0 | 2,211.8 | 2,406.0 | T O T A L ( 1 ) | 2,276.3 |
| **SPECIAL PROGRAMMES (2)** | | | | |
| 1,748.9 | – | 3,656.3 | HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA | 1,712.6 |
| – | – | 421.3 | PROGRAMME DELIVERY<br>See Annexes I a and II a | 224.6 |
| 5.6 | 3.2 | – | OTHER TRUST FUNDS<br>ADMINISTRATIVE SUPPORT<br>Junior Professional Officer | – |
| 1,754.5 | 3.2 | 4,077.6 | T O T A L ( 2 ) | 1,937.2 |
| 4,352.5 | 2,215.0 | 6,483.6 | GRAND TOTAL (1+2) | 4,213.5 |

a/ obligation incurred against Overall Allocation
b/ of which US$ 4,777 incurred against Overall Allocation

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## UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

### PART III. EUROPE

### Section 12 - Russian Federation

(submitted by the High Commissioner)

GE.94-02753

## III.12 RUSSIAN FEDERATION

### Country Overview

#### Characteristics of the refugee population

1. The exact number of those seeking asylum in the Russian Federation is not known. However, approximately 45,000 asylum-seekers and refugees from outside the Newly Independent States (NIS) had sought assistance, information or protection by completing biodata forms at the UNHCR Regional Office in Moscow by the end of 1993. By May 1994, this number had increased to 60,000. Of these, Afghans comprise about 61 per cent, with Somalis and Iraqis representing about 10 per cent each. Smaller groups come from Angola, Zaire, Ethiopia, Sri Lanka, the Islamic Republic of Iran and some 25 other countries.

2. By the end of 1993, over 6,300 persons of the 45,000 asylum seekers had been identified as being most vulnerable and benefited from the UNHCR assistance programme. Some 4,100 received a monthly cash-allowance, about 1,200 were housed in temporary accommodation centres outside the city of Moscow, and another 1,000 received meals at soup-kitchens. Of the assisted caseload, 57 per cent are males. Of the male population, 36.7 per cent are under 18 years old. The female population comprises 48.8 per cent under 18 years of age.

3. Figures provided by the Federal Migration Service (FMS) of the Russian Federation show that at 31 December 1993 close to 450,000 persons, representing various categories commonly referred to as NIS "refugees", were registered with the authorities. These include forced migrants (persons from the former Soviet republics who were forced to return to Russia), internally displaced persons and refugees from the Newly Independent States of the former Soviet Union. Some 38 per cent are of non-Russian ethnic origin.

#### Major developments (1993 and first quarter 1994)

4. Given the scale and complexity of problems related to migration which are affecting the Russian Federation and the region today, the Government gives priority to assistance to returning ethnic Russians, and next to refugees from the NIS ("near abroad") and thereafter to asylum-seekers from non-NIS countries ("far abroad"). These factors coupled with the continuing economic crisis, created major difficulties for the FMS in the registration and status determination of non-NIS asylum seekers. The establishment of a status determination procedure in accordance with internationally accepted standards still remains to be resolved. The number of asylum-seekers and refugees of non-NIS origin known to UNHCR increased from some 17,000 at the beginning of 1993 to 45,000 at the end of the year. In view of the fact that they have no legal status and the constant insecurity to which they are exposed, protection of all groups of refugees and asylum-seekers is a major preoccupation.

**Programme objectives and priorities**

5. The main priority of the Regional Office is to ensure the protection and basic assistance to non-NIS asylum-seekers and refugees by applying the 1951 Convention and 1967 Protocol. This involves the registration of asylum-seekers, the provision of documents, the establishment of a refugee status determination procedure (RSDP) and the adoption of measures to identify durable solutions for refugees. A further concern, contingent upon the RSDP being in place, involves the identification of durable solutions for those recognized as refugees. This will include the design and implementation of projects, and activities focused on local integration for NIS and non-NIS refugees, notably the development of quick-impact employment projects in order to promote self-sufficiency and facilitate integration into Russian society.

6. Pending the identification of long-term solutions, the provision of life-sustaining support to the most vulnerable among the non-NIS asylum-seekers remains the principal objective of the care and maintenance project.

7. The programme in 1994 also foresees the continuation of modest support towards registering and accommodating some 14,000 refugees and forced migrants of NIS origin in the Krasnodar region who fled from conflict in the Transcaucasian republics. Given the magnitude of the NIS refugee population across the Russian Federation, further efforts will have to be made to integrate assistance projects into UNHCR planning operations aimed at facilitating the self-sufficiency of these persons. Plans will be elaborated jointly with the Russian authorities, and funding will be sought through special appeals.

8. Training in refugee law, status determination procedures and social counselling services, along with institution and capacity building activities for governmental offices and non-governmental agencies in Moscow, St. Petersburg, Krasnodar and Sochi, will continue.

**Arrangements for implementation/related inputs**

9. The largest part of the care and maintenance project in Russia is implemented by the French non-governmental organization (NGO) Equilibre, which has the responsibility for the provision of cash payments, management of soup-kitchens, direction of the four temporary accommodation centres, social counselling and community services, as well as educational activities for non-NIS asylum-seekers. As of 15 April 1994, EquiLibre has assumed the administrative responsibility for the refugee reception centre in Moscow which had been managed by Caritas until mid-1993 when the UNHCR Regional Office had temporarily to take over responsibility for the centre where refugees receive legal advice. Counselling and supplementary feeding services for pregnant and lactating women were also introduced.

10. A Social Services Coordinator from Radda Barnen is providing technical assistance to EquiLibre and the FMS in social counselling and community based activities, including primary education, language training and social counselling services for non-NIS refugee children and adults.

11. Lorien, a private Russian NGO, manages the medical programme in Moscow. Technical and supervisory assistance is provided to Lorien by the International Federation of Red Cross and Red Crescent Societies and the Russian Red Cross Society. The St. Petersburg branch of the Red Cross Society implements a modest assistance project consisting of either food or cash allowances for the most vulnerable NIS and non-NIS asylum-seekers.

12. The FMS manages the housing project in the area around Krasnodar and Sochi, which aims to accommodate victims of conflict from the Transcaucasian republics.

13. The Russia Open University has provided personnel to enter biodata forms into the Central and Eastern European Refugee Invididual Case System (CEERICS) and subsequently carry out data analysis.

14. In an effort to identify new implementing partners for the assistance programme, the Regional Office provides support to the Coordinating Council for Refugees and Forced Migrants, which produces orientation material on integration procedures and legalisation of stay for asylum-seekers in both Russian and English.

15. The FMS in Moscow, St. Petersburg, Krasnodar and Sochi provide staff and administrative support structures as well as, to the extent possible, cash assistance and other material support to returning forced migrants. EquiLibre finances some of its operational costs including a portion of salaries of international staff and transport. Radda Barnen covers the salaries and expenses outside the Russian Federation of the Social Services Coordinator and consultants completing specific short-term assignments.

16. The International Organization for Migration (IOM) and the Russian NGO Compatriots provide support to returning ethnic Russians.

17. Substantive support has been received from the Governments of Sweden and Norway who seconded legal officers. In addition, the Swedish Government seconded a camp/site planner, and Denmark provided financial assistance towards status determination. The European Union provides large-scale assistance on a bilateral basis.

18. A Field Research Project has created a computerized data base intended to gather and update country of origin information conducive to emergency preparedness.

## General Programmes

### Variations in planned activities in 1993

19. During the first quarter of the year, about 1,400 non-NIS asylum-seekers were assisted in the Moscow area, while by the end of the year the number reached almost 6,300. The delay in the start of the asylum-seeker registration and refugee status determination procedure resulted in the prolongation of care and maintenance assistance to the neediest refugees and asylum-seekers, with no prospect of long-term solutions on the immediate horizon. By the end of 1993, a joint UNHCR-FMS project was initiated to assist NIS refugees who became victims of conflict in the Transcaucasian republics. The increase of the care and

maintenance allocation for 1993 was covered through funding from the Programme Reserve.

**1994 planned implementation**

20. It is projected that a total of 7,400 persons will benefit from care and maintenance assistance to non-NIS asylum-seekers in Moscow by the end of 1994. Some 1,200 are accommodated in centres outside Moscow, 1,000 obtain free meals at soup-kitchens, and 5,200 receive cash allowances. In addition, funds are foreseen to assist the Governments in the Ukraine and Belarus in the registration and status determination of asylum-seekers, and to provide modest assistance to the most destitute 100 asylum-seekers in each of these republics through their respective Red Cross Societies.

21. The rising number of destitute asylum-seekers in need of protection and assistance, whose situation is exacerbated by the absence of opportunities for self-support or any alternative support system, will render the allocation for 1994 insufficient. Additional requirements include initial steps towards the development of income-generating and local settlement activities benefiting two thirds recognized refugees and one third NIS refugees. Local integration projects will be implemented in close cooperation with the FMS, IOM and local NGOs.

22. Voluntary repatriation will be facilitated, whenever feasible and this will be funded under the Overall Allocation of funds.

23. The shortfall will partly be covered through an allocation from the 1994 Programme Reserve. Additional funding, for which an appeal is foreseen, is, however, required to maintain the basic level of care and maintenance of the urban caseload, and to fund activities benefiting destitute NIS refugees. The sectoral breakdown for the initial and revised 1994 care and maintenance allocation is as follows:

| Sector | Initial 1994 | Revised 1994 | Additional needs 1994* | Initial 1995 |
|---|---|---|---|---|
| Food | 150,000 | 108,000 | 203,200 | 360,000 |
| Transport | 30,000 | 39,600 | 0 | 19,600 |
| Domestic needs | 700,000 | 135,020 | 2,133,700 | 4,350,000 |
| Health | 100,000 | 116,000 | 187,200 | 350,000 |
| Shelter | 1,900,000 | 1,982,000 | 218,000 | 60,000 |
| Community services | 50,000 | 305,200 | 0 | 200,000 |
| Education | 50,000 | 69,080 | 130,900 | 150,000 |
| Income generation | 400,000 | 450,000 | 0 | 200,000 |
| Legal assistance | 40,000 | 60,000 | 143,600 | 300,000 |
| Ag. Oper. Support | 80,000 | 235,100 | 84,500 | 666,400 |
| Prog. Delivery Costs | 761,100 | 914,200 | 0 | 952,800 |
| TOTAL | 4,261,100 | 4,414,200 | 3,101,100 | 7,608,800 |

* to be covered by a special appeal

**1995 programme proposals**

24. Proposals for 1995 include the same level of care and maintenance assistance and, subject to the establishment of the status determination procedure, an increase in local integration projects. Contingent upon the identification of durable solutions for a rising number of beneficiaries, funding will be sought through special appeals. Whilst assistance to refugees in Belarus is included in the allocation for the Russian Federation, a separate allocation is proposed for the Ukraine.

## Special Programmes

**Other Trust Funds**

25. The new Mass Information project in the Russian Federation aims to transmit refugee and migration issues to the Russian public as well as to convey information and newly acquired data on the situation in the Russian Federation to various countries of origin.

26. Support to the Russian government in managing reception centres for refugees from the Transcaucasian Republics in the Krasnodar area has been included in the UNHCR Special Appeal for Assistance to Refugees and Displaced Persons in the Caucasus and Central Asia of 15 March 1994.

27. A decision has been made to extend protection and assistance to refugees and asylum-seekers in St. Petersburg and Minsk through the establishment of a permanent UNHCR presence in these cities. This measure, aimed at facilitating the implementation of legal systems for registration and status determination, will be contingent upon receipt of special contributions.

## Programme Delivery and Administrative Support Costs

**Variations in planned activities in 1993**

28. Three senior positions were filled during 1993 and early 1994. The Regional Representative arrived in March 1993, the newly created post of Senior Programme Officer was filled in October and the existing post of Senior Protection Officer shortly thereafter in early 1994. UNHCR Moscow incurred higher than foreseen expenditure for official travel as a result of its role as a Regional Office and a six-week mission of a Senior Emergency Administration Officer from Headquarters to assist the office pending the identification of a candidate to the post of Administrative Officer. Three vehicles and office equipment were purchased to assist the incoming staff in their functions.

**1994 planned implementation**

29. The 1994 revised estimate includes provision for staffing and administrative costs of the Moscow Regional Office and three Liaison Offices in St. Petersburg, Kiev (Ukraine) and Minsk (Belarus). A Senior Protection Officer post and three posts for local staff have been created, effective 1 July 1994, for the Regional Office. An additional vehicle has also been budgeted to facilitate the transport of staff.

30. Subject to funding under a special programme, basic equipment for the three Liaison Offices in St. Petersburg, Kiev (Ukraine) and Minsk (Belarus) has also been included in Regional Office Moscow's budget. Until the establishment of these offices, protection and modest assistance activities will, however, have to be covered by the Regional Office, which is expected to result in significant travel costs. The structure of the Liaison Offices will consist of a Head of Liaison Office and two local staff for each location.

31. The Regional Office, which has also assumed the responsibilities of representing the United Nations in the Russian Federation, moved to larger premises in the same building resulting in expenditure for renovations and associated removal costs.

32. A Public Information Officer was recruited in March 1994.

**1995 programme proposals**

33. With all existing posts being extended until December 1995, no major changes are at present foreseen in the staffing situation of the Regional Office. The 1995 initial estimate is therefore similar to the revised 1994 budget.

# UNHCR EXPENDITURE IN THE RUSSIAN FEDERATION

(in thousands of United States dollars)

| 1993 | 1994 | | 1995 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1993 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 27.6 | – | – | EMERGENCY ASSISTANCE | – |
| 3,920.7 a/ | 4,261.1 | 3,500.0 | CARE AND MAINTENANCE | 6,656.0 |
| 95.6 b/ | – | – | VOLUNTARY REPATRIATION | – |
| 0.2 b/ | – | – | LOCAL SETTLEMENT | – |
| 3.9 b/ | – | – | RESETTLEMENT | – |
| – | – | 914.2 | PROGRAMME DELIVERY<br>See Annexes Ia and IIa | 952.8 |
| **4,048.0** | **4,261.1** | **4,414.2** | **SUB–TOTAL OPERATIONS** | **7,608.8** |
| – | – | 328.7 | ADMINISTRATIVE SUPPORT<br>See Annexes Ib and IIb | 351.8 |
| **4,048.0** | **4,261.1** | **4,742.9** | **T O T A L ( 1 )** | **7,960.6** |
| **SPECIAL PROGRAMMES (2)** | | | | |
| – | – | 291.0 | OTHER TRUST FUNDS<br>Mass Information Project | – |
| – | – | 29.0 | PROGRAMME DELIVERY | – |
| 40.6 | 19.8 | 50.0 | ADMINISTRATIVE SUPPORT<br>Junior Professional Officer | 50.0 |
| **40.6** | **19.8** | **370.0** | **T O T A L ( 2 )** | **50.0** |
| **4,088.6** | **4,280.9** | **5,112.9** | **GRAND TOTAL (1+2)** | **8,010.6** |

a/ of which US$ 601 incurred against Overall Allocation
b/ obligation incurred against Overall Allocation

UNITED
NATIONS

A

General Assembly

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EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

# UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

## PART III. EUROPE

## Section 13 - Spain

(submitted by the High Commissioner)

GE.94-2841

## III.13 SPAIN

### Country Overview

#### Characteristics of the refugee population

1. Official government figures indicate that, during 1993, 12,615 persons applied for asylum, an increase of nearly 8 per cent over the previous year. The main countries of origin were Peru (1,530), Bosnia and Herzegovina (710), Cuba (423), Angola (224) and Iraq (210). A total of 59 per cent of the asylum applicants were men, 8 per cent were under 18 (70 per cent were between the ages of 18 and 35, 20 per cent between 35 and 50, and 2 per cent were between 50 and 65 years of age). In the first quarter of 1994, 2,927 persons applied for asylum.

2. Refugee status was granted to 1,287 persons in 1993, and 43 persons, mainly of Bosnian and Liberian origin, were allowed to remain under a temporary protection scheme. In the first three months of 1994, 81 persons were recognized as refugees and 15 granted temporary protection.

3. By the end of 1993 some 3,500 cases were awaiting decisions on their applications for refugee status.

4. While Spain has not established a formal resettlement quota, 579 refugees were accepted for resettlement in 1993. These were mostly Iraqis in need of protection in countries of first asylum in the Middle East, as well as Bosnian ex-detainees and family members.

#### Major developments

5. In 1993, Spain played an active role with the European institutions, especially in its efforts to harmonize asylum policies. In this connection, the Spanish Government created, within the Ministry of Interior, a special department dealing with questions relating to aliens and refugees (Dirección General de Extranjería y Asilo). This new department participates in ongoing discussions on the harmonization of asylum policies within the framework of the European Union. Spain is in the process of revising its refugee legislation with a view to bringing it in line with other European developments. The amended draft law 5/84 foresees, inter alia, the introduction of an accelerated admission procedure at border crossing-points, as well as UNHCR involvement in the eligibility procedure. The changes are expected to enter into force in the second half of 1994.

6. Pursuant to the Government's request, Spain became the 47th member of the Executive Committee of the High Commissioner's Programme.

#### Programme objectives and priorities

7. At a policy level, UNHCR aims to ensure the further development of adequate refugee policies. UNHCR will continue in 1994 and 1995 to promote a fair implementation of the procedure and a liberal application of refugee criteria. Support will be provided to the appropriate fora for partnership-building between

the Government and non-governmental organizations (NGOs). In this connection, refugee law training activities will be strengthened with national and regional government officials and NGOs involved in the new asylum procedure, as well as lawyers, the border police and academic institutions.

8. UNHCR will continue to expand its public information activities. In this context, a cooperation agreement was finalized with the Spanish Ministry of Social Affairs (INSERSO) in support of UNHCR's public information and promotion activities. These activities include the production of 20,000 copies of the Spanish version of the "Refugees" magazine and its distribution in Spanish speaking countries, as well as the publication in Spanish of a second edition of UNHCR's biennial report, The State of the World's Refugees. The Branch Office furthermore plans to intensify its ongoing awareness campaign through the production and distribution of posters, leaflets and educational material. A special exhibition on refugee problems in Africa will be organized in several Spanish cities.

9. The Branch Office will further strengthen its fund raising activities in the private sector in coordination with a new national association (Asociación España con ACNUR), which was created under UNHCR's auspices and whose operational and administrative costs are fully funded by the Office. The Association will conduct a letter campaign in order to collect donations from the public at large on behalf of UNHCR. At the same time, this association will attempt to raise public awareness of refugee issues, by establishig local support groups.

**Arrangements for implementation/related inputs**

10. Refugees and asylum-seekers obtain social and legal counselling through the International Rescue Committee (IRC). The Comision Espanola de Ayuda al Refugiado (CEAR) provides counselling and orientation to newly arrived asylum-seekers in need of legal advice. CEAR continues to collaborate with national NGOs and a widening network of contact lawyers in the regions of Madrid, Barcelona, the Canary Islands, Bilbao, Sevilla and Valencia. Local NGOs provide support for a centre for unaccompanied refugee minors in Madrid.

11. Funds were also provided to establish and provide operational support for Asociación España con ACNUR. The Spanish Government, through the Ministry of Social Affairs, provides funds to the Spanish Red Cross, the Catholic Commission and other NGOs to cover the costs of material assistance (housing, care and maintenance, and local integration).

12. The Government also covers the cost of legal counselling provided by CEAR. These activities are supplemented by UNHCR, which funds two lawyers under the local settlement project.

## General Programmes

(a) **Variations in planned activities in 1993**

13. UNHCR activities were carried out in accordance with plans. No major changes were reported.

(b) **1994 planned implementation**

14. In order to enable UNHCR to perform its duties within the framework of the amended asylum law, the Spanish Government, through the Ministry of Social Affairs (INSERSO), will provide support to finance some of the administrative costs, while UNHCR will finance other outstanding requirements.

15. Protection training activities are currently undertaken under two projects, one financed by UNHCR and the other by INSERSO, a particularly important exercise in the light of the introduction of a new asylum procedure.

16. All matters related to the promotion of UNHCR activities in Spain, such as public information and fund-raising, are carried out by the Asociación España con ACNUR, formally established in November 1993. The IRC continues to provide social and legal counselling to new arrivals.

(c) **1995 programme proposals**

**Local settlement**

17. It is expected that, in 1995, the amendment to the asylum legislation, which is likely to involve the introduction of an accelerated admission procedure with UNHCR involvement, will be fully implemented. This will result in increased funding requirements at the initial stages, which are, however, expected to diminish as the Spanish Government gradually takes responsibility for the whole. In 1995, 50 per cent of the lawyers, both at the first stage of the process and on the Appeals Board will be financed by UNHCR, while the Government will cover the remainder.

18. Under its local settlement project, UNHCR plans to fund social and legal counselling activities for some 4,800 refugees and 15,000 asylum-seekers, implemented by the IRC.

19. It is expected that Asociación España con ACNUR will be able to cover its own operational and administrative expenses by the end of 1995. Until then, UNHCR will continue to contribute to the financing of this association.

**Programme Delivery and Administrative Support Costs**

(a) **Variations in planned activities in 1993**

20. Savings in staff costs were achieved mainly due to exchange rate gains incurred during the year and because the post of Associate Protection Officer remained vacant for two months. Office premises, including maintenance costs, are provided rent-free by the Government.

(b) **1994 planned implementation**

21. The 1994 revised budget is similar to the initial estimate. The Spanish Government provides a generous contribution to administrative expenditure and also covers public information activities through the Ministerio de Asuntos sociales. The main components in the budget therefore consist of salaries and staff-related

costs for the four international and four local staff.

(c) **1995 programme proposals**

22. Expenditure foreseen in 1995 includes a slightly higher travel budget to enable protection staff to cover all regions of Spain.

# UNHCR EXPENDITURE IN SPAIN

(in thousands of United States dollars)

| 1993 | 1994 | | 1995 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1993 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 7.6 a/ | – | – | VOLUNTARY REPATRIATION | – |
| 321.9 | 338.9 | 133.8 | LOCAL SETTLEMENT | 176.2 |
| – | – | 608.1 | PROGRAMME DELIVERY<br>See Annexes I a and II a | 487.6 |
| 329.5 | 338.9 | 741.9 | SUB-TOTAL OPERATIONS | 663.8 |
| 384.6 | 498.9 | 67.0 | ADMINISTRATIVE SUPPORT<br>See Annexes I b and II b | 190.7 |
| 714.1 | 837.8 | 808.9 | TOTAL (1) | 854.5 |
| **SPECIAL PROGRAMMES (2)** | | | | |
| – | – | 30.0 | OTHER TRUST FUNDS | – |
| 275.2 | – | – | ADMINISTRATIVE SUPPORT<br>See Annexes I b and II b | – |
| 275.2 | 0.0 | 30.0 | TOTAL (2) | 0.0 |
| 989.3 | 837.8 | 838.9 | GRAND TOTAL (1+2) | 854.5 |

a/ obligation incurred against overall allocation

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NATIONS

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EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

# UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

## PART III. EUROPE

## Section 14 - Turkey

(submitted by the High Commissioner)

GE.94-02955

## III.14 TURKEY

### Country Overview

**Characteristics of the refugee population**

1. At 31 December 1993, Turkey hosted some 23,260 refugees/asylum-seekers, comprising 1,386 Iranians, 4,944 Iraqis, 164 other nationals and 16,773 Bosnians, living in urban areas and in refugee centres. Of these approximately 7,120 refugees received material assistance from UNHCR. The breakdown of the assisted population at 31 December 1993 was as follows:

| Origin | Number 31/12/93 | Location | Type of Assistance |
|---|---|---|---|
| Iraqis | 1,185 | urban areas | care and maintenance, resettlement |
| Iranians | 929 | urban areas | care and maintenance, resettlement |
| Iraqis | 2,112 | Silopi/Sivas | repatriation, resettlement |
| Other nationals | 96 | Kangal centre urban areas | care and maintenance, resettlement |
| Eastern Europeans | 68 | urban areas | local settlement |
| Bosnians | 2,730 | Kirklareli centre | emergency assistance |
| Total | 7,120 | | |

2. Amongst the Iranians, Iraqis and other nationalities there are 518 children aged 0-5, and 1,235 aged 6-18. Amongst the Bosnians living in the camp, there are 220 children and 663 elderly persons.

**Major developments (1993 and first quarter 1994)**

**Urban Refugees**

3. The assisted population under the care and maintenance project for urban refugees decreased from 1,353 persons in January to 1,259 persons in May 1994. Allowances for refugees were increased by an average of 20 per cent to compensate for the increase in the cost of living in Turkey.

**Repatriation Programme**

4. Sivas/Kangal camp, which was set up in 1991, was officially closed at the end of January 1994 and the remaining 129 Iraqis were transferred to Silopi Camp.

5. In 1993, 844 Iraqi Kurds repatriated to northern Iraq. Since the beginning of 1994, no Iraqi Kurds have repatriated, but individual status determination has been completed in Silopi camp. Some 500 Iraqis were found to be of concern to UNHCR and will be processed for resettlement.

**Local settlement**

6. During 1993, 68 elderly Eastern Europeans received monthly allowances and medical care. Given the small number involved, they have been included under the care and maintenance programme in 1994 and 1995.

**Assistance to refugees from the former Yugoslavia**

7. The influx of refugees from Bosnia and Herzegovina continued throughout the year. Reports indicate that there are some 16,800 Bosnians living in the country. The number of Bosnians in Kirklareli camp increased from 2,730 to 2,810, bringing the total in the camp and four other centres to 3,500 by May 1994.

**Resettlement**

8. Resettlement of refugees continued to be the major UNHCR activity in Turkey. However, compared to 1992, resettlement decreased as receiving countries expressed the view that resettlement from Turkey should be reduced, two years after the end of the war in the Persian Gulf. An additional factor affecting resettlement country attitudes was the change in the nature of the caseload from a camp population with prima facie refugee status to individual asylum-seekers all over Turkey.

9. In response to this trend UNHCR has underlined the importance of maintaining resettlement opportunities as the influx of asylum-seekers into Turkey from Iraq and the Islamic Republic of Iran could continue for some time to come.

10. During 1993, 3,348 persons were accepted for resettlement from Turkey, including 2,759 Iraqis, 578 Iranians, and eleven people of other nationalities, mainly by the United States, Canada, Australia and the Nordic countries.

11. A total of 4,213 persons actually departed for resettlement in 1993, of whom 3,460 were Iraqis, 742 were Iranians and the rest of various other nationalities. A total of 806 persons had been accepted but had not yet departed as of 31 December 1993. More than 1,800 persons (1,000 Iraqis, 800 Iranians and a few other nationals), were awaiting acceptance by a resettlement country as of 31 December 1993.

**Programme objectives and priorities**

12. Owing to the geographical limitation applied by the Turkish Government to the 1951 Convention relating to the Status of Refugees, the only possible durable solution for non-European refugees in Turkey is either resettlement or voluntary repatriation.

13. UNHCR will continue to encourage voluntary repatriation of Iraqi Kurds in the camp at Silopi. However, it is unlikely that this group will want to return to Northern Iraq, given the politically unstable and harsh economic situation in this area.

14. Efforts will be made by UNHCR to coordinate with the Turkish Government on the procedures for determining the status of non-European refugees. Consultations will be held on dealing with asylum-seekers and refugees in accordance with international standards and in-service training will be offered to government officials.

15. Activities are underway both through the media and academic institutions to increase public and governmental awareness of refugee problems.

16. UNHCR will assess the needs of vulnerable Bosnian refugees in the Istanbul area and the camps in order to improve their living conditions and will provide technical and financial support to reinforce efforts already undertaken by the Turkish Government to provide shelter, health care and education. Arrangements to move vulnerable Bosnians to Kirklareli camp or smaller sites will be made if conditions can be improved this way.

17. Efforts will also be made to maintain and improve informal employment opportunities outside the camps for Bosnians who enjoy temporary protection.

18. In order to be able to respond to an increasing number of queries on repatriation and resettlement, counselling activities for Bosnian refugees in Kirklareli camp and the other four smaller sites will be expanded.

**Arrangements for implementation/related inputs**

19. The implementation of the programme for individual cases living in urban areas in Ankara and other provincial capitals is carried out directly by the UNHCR Branch Office. For Iraqi and Iranian refugees living in urban areas, medical care is provided through a private clinic in Ankara. Similar services will be provided to Bosnian refugees by a private dispensary in Istanbul is 1994.

20. UNHCR in Ankara is directly responsible for the resettlement of non-European refugees from Turkey, except for Immigration and Naturalization Service (INS) interviews, which are handled by the International Catholic Migration Commission (ICMC) in Istanbul.

21. ICMC also serves as UNHCR's implementing partner for assisting Iranians, Iraqis and elderly Eastern Europeans living in Istanbul. Refugees in Istanbul also receive counselling from Caritas. The International Organization for Migration (IOM) makes departure arrangements for resettlement cases. The Anatolian Development Foundation (ADF) procures and distributes relief items in Kirklareli camp.

22. Basic food to refugees in Kirklareli and Silopi camps is provided by WFP, in coordination with the Turkish Red Crescent Society.

23. In 1993, Caritas and Shelter Now International transported and distributed shelter materials and other relief items for the returnees to northern Iraq.

24. Several non-governmental organizations (NGOs), including Caritas, the American Board in Istanbul and Swiss Heks, as well as the Embassy of the Holy See and UNICEF, contribute to the food, domestic needs, health, education and counselling sectors.

## General Programmes

### (a) Variations in planned activities in 1993

25. An increase in the assisted population during 1993, caused mainly by delays in resettlement departures of persons who had not been granted exit permits, as well as high medical, food and transport costs, required an upward adjustment for the care and maintenance programme. In addition, some Iraqi refugees, who were initially self-supporting, have sought UNHCR's financial assistance as their funds had been depleted.

26. Between 2,200 and 2,300 persons per month were assisted with the provision of living allowances and health care. The allowances were increased by an average of 60 per cent in line with the increased cost of living in Turkey. The majority of the assisted caseload consisted of single persons or needy families with children.

27. Urban beneficiaries consisted of a growing number of Iraqis, as well as Iranians and persons of other nationalities. Branch Office Ankara staff undertook numerous missions to provincial cities to provide counselling, conduct financial needs assessments and identify groups in need of special assistance.

### (b) 1994 planned implementation

#### Care and maintenance to urban cases

28. The proposed 1994 allocation for the care and maintenance of urban refugees living in Ankara and other provincial capitals is higher than in 1993. Given the current number of refugees/asylum-seekers registered at the Branch Office in Ankara, the average rate of recognition (12 per cent Iraqis and 58 per cent Iranians), and the average number of new arrivals, it is estimated that some 2,800 refugees will benefit under the project.

29. The assistance will mainly cover subsistence/living allowances, medical costs of refugees/asylum-seekers, assistance to vulnerable groups, and local travel and accommodation costs. Moreover, funds will cover the salaries and related costs of eight interpreters, who will assist in status determination. In addition, this project will benefit 68 elderly European refugees.

#### Resettlement

30. The Branch Office in Ankara will continue its efforts to promote resettlement of refugees from Turkey. Priority will be given to vulnerable medical cases, those who have to be resettled for security reasons and long-stayers.

31. The estimated numbers of cases to be resettled in 1994 stands at 3,500 persons, in line with resettlement quotas announced by respective countries. However, the number of beneficiaries under the 1994 resettlement project is some 2,400 persons, as refugees living in Ankara and Istanbul depart directly from these cities, and usually do not need the type of assistance provided under this project. As in 1993, the assistance will cover medical examination costs, local travel and food expenses, as well as related pre-departure costs.

32. Requests will also to be made to resettlement countries to receive emergency medical or security cases, and to give priority to vulnerable groups such as handicapped, women-at-risk, and long-stayers.

(c) **1995 programme proposals**

**Care and maintenance of urban refugees**

33. Some 3,000 persons are expected to receive assistance during 1995. The proposed allocation is slightly higher than in 1994, in view of increased living costs in Turkey. Funds will continue to be provided for subsistence/living allowances, local travel and accommodation expenses, health care and legal support. An amount is also budgeted for social counselling activities for the special needs of vulnerable groups, especially unaccompanied women and children.

**Voluntary repatriation**

34. Although UNHCR will continue to encourage the Iraqi Kurds in Silopi camp to repatriate voluntarily, conditions in Northern Iraq may not as yet be conducive to such a development. A care and maintenance project is proposed for the residual caseload under the 1995 Annual Programme.

35. Although the camp population for 1995 is estimated at some 1,400 persons, it is expected that some 500 persons who have been individually determined to be of concern to UNHCR will be resettled by the end of 1994.

**Resettlement**

36. The programme foresees similar activities to support an estimated 3,000 refugees. The Branch Office will continue to cover pre-departure costs, medical examination, local travel, and other urgent needs.

## Special Programmes

### Plan of action relating to the Persian Gulf Crisis

**Variations in planned activities in 1993**

37. During 1993, Diyarbakir and Mus camps were closed and refugees were transferred to Silopi camp. The remaining 129 refugees in the Sivas/Kangal centre were also transferred to Silopi. UNHCR covered transport costs and provided additional blankets to refugees.

38. The project provided for care and maintenance, shelter, food, transport and a repatriation grant for returnees, as well as supplementary feeding and medical care for vulnerable groups.

39. As refugees were reluctant to repatriate, only 844 persons returned to northern Iraq in the course of 1993. Some 1,850 persons found durable solutions through resettlement and departed in 1993.

40. The Turkish Government transferred 162 African illegal immigrants from Istanbul to Silopi camp during the last quarter of 1993. Despite the fact that only assistance to Iraqi nationals had been foreseen under the programme, this group was exceptionally provided with tents, blankets, heating and supplementary food on humanitarian grounds.

**Other Trust Funds**

**1994 planned implementation**

41. The remaining 1,900 persons in Silopi camp will continue to be provided with assistance, such as supplementary food, household supplies, medical care and educational supplies. In addition sanitation and water facilities will be improved. Those who decide to repatriate will receive a repatriation grant and transport to the Iraqi border. Food and shelter materials will be provided in their country of origin.

**Humanitarian assistance to refugees from the former Yugoslavia**

(a) **Variations in planned activities in 1993**

42. In view of the increasing number of new arrivals, the capacity of the camp was raised to 4,000 persons during 1993. UNHCR provided an additional 130 prefabricated huts for accommodation, schooling and other social activities. The bulk of the assistance covered various domestic items such as additional beds, blankets, kitchen utensils for new arrivals, clothing, transport of relief items, heating/cooking costs, improvement of the sanitation/water facilities, as well as office equipment for the camp management. Labour costs for refugees, who assisted in the construction of prefabricated buildings, were also covered.

43. Funds for teaching materials and teachers were also provided by UNHCR to accommodate increased requests from refugee women to attend courses.

44. Due to problems in identifying experienced women counsellors who could communicate in the language of the refugees, it was difficult to undertake intensive counselling in the camp in Istanbul and to obtain proper information on women's problems, particularly those who had suffered from sexual abuse in their home country.

(b) **1994 planned implementation**

45. The 1994 allocation for the care and maintenance of Bosnian refugees in Turkey is higher than in 1993 due to the planned counselling activities, which will be extended to refugees living in urban areas. It is estimated that at least 7,000

persons (5,000 camp residents and 2,000 urban refugees) will benefit under this project in 1994.

46. The assistance will also cover the urgent needs of unaccompanied children, single women with children and other needy families in Istanbul, as well as various domestic needs and clothing. Furthermore, it includes the costs of upgrading sanitation and water facilities, medicines and emergency hospital treatment, allowances for volunteer Bosnian doctors and nurses, vocational training and educational supplies for children. Turkish language classes for both children and adults are being established in 1994.

(c) **1995 programme proposals**

47. Predictions for care and maintenance needs for Bosnian refugees for 1995 are based on a working figure of some 7,000 persons with similar activities foreseen as in 1994, such as catering for the needs of single women with small children and unaccompanied children, provision of various domestic items for refugees in camp, kitchen utensils and equipment, clothing, medical care, improvement/maintenance of sanitation and water facilities, and provision of educational supplies for schools.

48. Individual counselling for vulnerable cases in Istanbul will increase, and will require extensive individual case work.

**Programme Delivery and Administrative Support Costs**

(a) **Variations in planned activities in 1993**

49. Expenditure for staff costs was higher than expected as local staff had to be retroactively reimbursed for income tax payments, and because of the early rotation of the Representative in 1993. Some staff, whose posts had been discontinued in 1992 and 1993 as a result of the reduction of UNHCR's programme in eastern Turkey, were also paid retroactive adjustments to their annual leave balances in 1993. Savings under various other categories of expenditure offset some of the increases in expenditure.

50. Additional computer equipment was purchased to accelerate the status determination procedure. In addition, violent incidents at the Branch Office made it necessary to improve security arrangements, including raising UNHCR's share of costs for a United Nations Field Security Officer.

(b) **1994 planned implementation**

51. Sub-Office Diyarbakir was closed in March 1994. Two posts of local support staff were discontinued effective 31 March 1994 and a post of Protection Officer was redeployed to Ankara for outposting to Istanbul to monitor the situation of Bosnian refugees. This post is funded under the Special Operation for Former Yugoslavia. Travel of Branch Office staff to Istanbul to monitor the assistance programme for Bosnians, and communication between Ankara and Istanbul will increase expenditure slightly for 1994. To cope with tasks related to the Special Operation for former Yugoslavia, a post of Administrative Assistant was created in Ankara as

of 1 April 1994. At the Branch Office, further improvement of the security arrangements has been included in the revised estimate.

(c) **1995 programme proposals**

52. No major changes are foreseen in the staffing situation in 1995. Staff costs are slightly lower than in 1994 primarily because of the posts which have been discontinued, as mentioned above. Rising living costs in Turkey are expected to result in higher costs for utilities and communications; these have been included in the initial estimate.

# UNHCR EXPENDITURE IN TURKEY

(in thousands of United States dollars)

| 1993 | 1994 | | 1995 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1993 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 1,693.4 | 1,494.0 | 1,576.6 | CARE AND MAINTENANCE | 2,563.1 |
| 27.5 | – | – | LOCAL SETTLEMENT | – |
| 586.1 a/ | 383.0 | 53.5 | RESETTLEMENT | 64.9 |
| – | – | 1,269.8 | PROGRAMME DELIVERY See Annexes I a and II a | 1,257.0 |
| 2,307.0 | 1,877.0 | 2,899.9 | SUB-TOTAL OPERATIONS | 3,885.0 |
| 607.1 | 540.0 | 139.2 | ADMINISTRATIVE SUPPORT See Annexes I b and II b | 148.7 |
| 2,914.1 | 2,417.0 | 3,039.1 | TOTAL (1) | 4,033.7 |
| **SPECIAL PROGRAMMES (2)** | | | | |
| 899.6 | – | 1,450.4 | HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA | 1,701.3 |
| – | – | 61.1 | PROGRAMME DELIVERY See Annexes I a and II a | 81.3 |
| 1,613.7 | – | – | PLAN OF ACTION RELATING TO THE GULF CRISIS | – |
| – | – | 253.0 | OTHER TRUST FUNDS | – |
| 187.5 | 163.3 | 252.5 | ADMINISTRATIVE SUPPORT Junior Professional Officer | 160.0 |
| 2,700.8 | 163.3 | 2,017.0 | TOTAL (2) | 1,942.6 |
| 5,614.9 | 2,580.3 | 5,056.1 | GRAND TOTAL (1+2) | 5,976.3 |

a/ of which US$ 22.289 incurred against Overall Allocation

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EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

# UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

## PART III. EUROPE

## Section 15 - United Kingdom

(submitted by the High Commissioner)

GE.94-02807

## III.15 UNITED KINGDOM

### Country Overview

**Characteristics of the refugee population**

1. At 31 December 1993, the total number of refugees registered in the United Kingdom between 1979 and 1993 stood at 43,200 persons. This figure includes some 23,500 South-East Asian refugees who were accepted for settlement. The refugees are primarily of urban background with an average age of between 25 to 35. In addition, during the same period, a further 59,000 were granted Exceptional Leave to Remain (ELR) in the United Kingdom. ELR, is granted by the Home Secretary on a discretionary basis and allows applicants to remain in the United Kingdom on humanitarian grounds. Of the 23,500 applicants in 1993, 6.8 per cent were granted ELR status, with the majority originating from Somalia, Sri Lanka, Ethiopia and Uganda.

2. In 1993, 22,370 persons applied for asylum, representing a decline in applications compared to 1992 (24,600). The majority of asylum-seekers came from Sri Lanka (1,950), followed closely by the former Yugoslavia, Ghana, Nigeria, Turkey and Sierra Leone.

3. The Home Office issued some 23,500 decisions in 1993, leaving a year-end backlog of 45,800 applications pending a decision. Asylum-seekers from the former Yugoslavia comprise 6,570 of this backlog.

**Major developments (1993 and first quarter 1994)**

4. In July 1993, the new Asylum and Immigration Appeals Act was introduced, enabling asylum seekers to appeal against a rejection of their claim.

5. The Government has increasingly been resorting to a policy of "third country removals" which means that an asylum request from an individual for whom the United Kingdom was not the first country of entry is not assessed substantively on its merits, on the grounds that the application should have been lodged in the first country through which the asylum-seeker transited. During 1993, about 745 cases were refused on these grounds.

6. In response to the High Commissioner's appeal, 947 individuals from the former Yugoslavia were granted temporary protection, initially for six months, outside the United Kingdom Immigration rules and with a right to apply for asylum. The United Kingdom has so far allowed 1,113 persons to remain under the quota scheme of 1,000 persons plus their dependants. In addition, the Government accepted 37 medical evacuees and their dependants from Sarajevo. Some of these patients (in particular mothers who had accompanied their children) have requested assistance to return to Bosnia and Herzegovina.

7. A total of 1,586 persons were accepted for resettlement in the United Kingdom in 1993, outside of the quota for persons fleeing Bosnia and Herzegovina. This figure includes a number of vulnerable and at-risk cases. As in previous years, the majority of these cases had close family links. A total of 539 Vietnamese arrived in the United Kingdom from Hong Kong during 1993 under the "2000 Programme" which was agreed to under the Comprehensive Plan of Action for Indo-Chinese Refugees. The Government announced the cut-off date for arrivals under the Programme to be the end of November 1993, bringing the number of individuals arriving by that date to 1,965. A residual caseload still exists in Hong Kong, consisting of those who were processed for the United Kingdom but who did not travel by the specified date, and are awaiting the outcome of further negotiations between UNHCR and the United Kingdom.

**Programme objectives and priorities**

8. The overall objective of UNHCR in the United Kingdom is to enhance its relations with all government bodies dealing with asylum-seekers and refugees, non-governmental organizations (NGOs), the media and refugee interest groups, in order to promote protection of asylum-seekers and refugees in the United Kingdom and worldwide.

9. The programme implemented at present in the United Kingdom continues to focus on providing legal assistance to refugees and asylum-seekers, as well as resettlement, family reunification and repatriation assistance to individual cases. The Branch Office no longer directly implements these programmes as of mid-1994, but will continue to promote such opportunities for refugees and asylum-seekers in the United Kingdom.

10. In 1994 and 1995, UNHCR will continue to monitor the implementation of the 1951 Convention. In addition, the provision of temporary protection will be promoted, particularly for persons from the former Yugoslavia who have arrived spontaneously and who do not benefit from the status granted to those who arrive under the United Kingdom quota.

11. Training will form an integral part of the Branch Office's strategy in the areas of protection, implementation of programmes and public information.

**Arrangements for implementation/related inputs**

12. The Branch Office in London relies primarily on the Refugee Legal Centre (RLC) for providing legal advice and undertaking advocacy on behalf of asylum-seekers. UNHCR's contribution to the RLC covers a nominal amount of 15 per cent of the overall requirements, the remainder of which (85 per cent) is provided by the Government.

13. The British Red Cross Society (BRCS) implements the family reunification programme previously carried out by the Branch Office in London. A project administered by headquarters under the Overall Allocation for resettlement covers travel costs for resettlement and family reunification. In 1993, applications from individuals for travel assistance continued to be processed by the BRCS and

forwarded to the Branch Office for finalizing arrangements with the International Organization for Migration (IOM). It is planned that all processing activities will be fully absorbed by the BRCS during 1994.

14. While the responsibility for processing the voluntary repatriation caseload rested with the Branch Office during 1993, the workload associated with the voluntary repatriation project will be transferred to the London office of IOM in mid-1994. IOM London has played a significant role in organizing transport for repatriants and has played an increasingly important part in coordinating transport for individuals from the former Yugoslavia who are accepted for temporary protection.

## General Programmes

### Variations in planned activities in 1993

15. A project agreement was entered into between the BRCS and the Branch Office in 1993 for family reunification cases. On 5 July 1993, the BRCS became fully operational and, by the end of the year, had processed 199 cases involving 584 individuals. The majority of these cases involved dependants of Somali refugees who were granted visas to travel to the United Kingdom. These activities which involve direct access by the BRCS to UNHCR offices abroad, are planned to continue in 1994 and 1995.

16. The allocation of funds for voluntary repatriation was increased during 1993 due to an increase in the number of requests. At the end of 1993, 60 cases, involving 124 individuals, had been assisted under the project.

### 1994 planned implementation

17. A decision by the Appellate authorities to list and hear appeals in other parts of the United Kingdom will require a reassessment of financial requirements for the RLC for the remainder of 1994 and 1995, as their services will have to be expanded to cover the whole country.

18. The 1994 contribution to the BRCS to provide counselling and financial assistance to refugees when seeking family reunification reflects a five per cent increase from 1993 in line with estimated local inflation rates.

19. The Branch Office aims to devolve the voluntary repatriation casework to the IOM London Office during June 1994. The programme, which will be centralized at UNHCR Headquarters, will have provisions for a part-time caseworker for interviewing *bona fide* refugees and processing applications. Special attention will be paid to women with no other means of support, unaccompanied minors, as well as medical and other vulnerable cases.

**1995 programme proposals**

**Voluntary Repatriation**

20. As in 1994, the proposed initial allocation for 1995 takes into account an increased number of beneficiaries to reflect the number of South Africans expected to repatriate, a programme previously funded under the Overall Allocation for repatriation administered by UNHCR Headquarters. As in the past, this project will cover the transport costs of the refugees from the United Kingdom to their country of origin and eventual place of residence. As part of the devolution of the voluntary repatriation project, an agreement will be drawn up between IOM and UNHCR Geneva and the project will then be administered by UNHCR Headquarters.

21. It is anticipated that the requirements for 1995 will be higher than 1994 as a possible peace settlement in the former Yugoslavia may have considerable impact on the programme.

**Local settlement**

22. UNHCR's contribution to the BRCS in 1995 are expected to remain the same, with a 5 per cent increase to cover inflation costs. It was agreed between the Branch Office and the BRCS that, after an initial two year period, alternative sources of funding for family reunification would be sought. UNHCR will therefore maximize its efforts during 1995 to assist the BRCS to achieve this objective.

23. As in 1994, a UNHCR contribution to the RLC for legal representation of refugees and asylum-seekers is foreseen for 1995. The introduction in mid-1993 of a right of appeal for all rejected applicants as well as the plans for the RLC to establish centres in other parts of the United Kingdom, might create additional staffing and financial requirements.

**Programme Delivery and Administrative Support Costs**

**Variations in planned activities in 1993**

24. The retirement of a Representative, the arrival of his replacement and the rotation of the Deputy Representative in the course of the same year resulted in higher expenditure on staff costs than budgeted. The Home Office's decision to accept over 1,000 Bosnian ex-detainees and their families for resettlement in the United Kingdom required additional temporary local support staff at the Branch Office throughout the year which was covered through funds made available under the Special Operation for former Yugoslavia.

**1994 planned implementation**

25. The Public Information Officer took up his duties in January 1994, and the post of Refugee Law Training Officer was filled in April 1994. The posts of Associate Resettlement Officer and Senior Resettlement Clerk, which were due to be discontinued as of 30 June 1994, were extended until 30 September 1994 to facilitate the handover of individual casework to an NGO. Because of the crowded

conditions, the Branch Office rented additional premises as of March 1994. As a result the RLC increased its contribution to the Local Settlement Project which enabled UNHCR to cover additional administrative costs related to extra rental expenditures.

**1995 programme proposals**

26. Salaries and common staff costs are lower due to the discontinuation of the resettlement posts mentioned above. As office conditions are unsatisfactory, the Branch Office is considering a move to new premises. Amounts have been budgeted for Public Information activities and the extension of the post of Refugee Law Training Officer until December 1995.

# UNHCR EXPENDITURE IN THE UNITED KINGDOM

(in thousands of United States dollars)

| 1993 | 1994 | | 1995 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1993 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 150.0 | 150.0 | 150.0 | VOLUNTARY REPATRIATION | 231.3 |
| 428.3 | 466.3 | 466.3 | LOCAL SETTLEMENT | 449.0 |
| – | – | 925.1 | PROGRAMME DELIVERY See Annexes I a and II a | 913.2 |
| 578.3 | 616.3 | 1,541.4 | SUB-TOTAL OPERATIONS | 1,593.5 |
| 978.6 | 792.9 | 146.3 | ADMINISTRATIVE SUPPORT See Annexes I b and II b | 60.6 |
| 1,556.9 | 1,409.2 | 1,687.7 | T O T A L ( 1 ) | 1,654.1 |
| **SPECIAL PROGRAMMES (2)** | | | | |
| 17.4 | – | – | HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA | – |
| – | – | 21.6 | PROGRAMME DELIVERY See Annexes I a and II a | – |
| 17.4 | 0.0 | 21.6 | T O T A L ( 2 ) | 0.0 |
| 1,574.3 | 1,409.2 | 1,709.3 | GRAND TOTAL (1+2) | 1,654.1 |

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# UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

## PART III. EUROPE

## Section 16 - Former Yugoslavia

(submitted by the High Commmissioner)

GE.94-03013

# FORMER YUGOSLAVIA

(A) UNHCR Offices

UNPAs

UNHCR Representation

Offices evacuated in security reasons

## III.16 FORMER YUGOSLAVIA

### Area Overview

**Characteristics of the refugee population and other groups of concern**

1. In the last quarter of 1993, the total number of refugees, displaced persons and war-affected social cases in all former Yugoslav republics stood at 4,259,000, an increase of 19 per cent from mid-1993 when the assisted population stood at 3,605,000. Due to the escalation of the conflict in late 1993, the figure in Bosnia and Herzegovina increased, while in Croatia a number of spontaneous departures were offset by new arrivals. In The former Yugoslav Republic of Macedonia, the beneficiary figure remained stable while in Slovenia and the Federal Republic of Yugoslavia the figures showed a downward trend. At May 1994, the beneficiary figures were as follows:

| Country | Number | Percentage |
|---|---|---|
| Bosnia and Herzegovina | 2,775,000 | 67.3 |
| Croatia | 800,000 | 19.4 |
| Federal Republic of Yugoslavia: | | |
| - Serbia | 426,700 | 10.4 |
| - Montenegro | 62,300 | 1.5 |
| Slovenia | 35,500 | 0.9 |
| The former Yugoslav Republic of Macedonia | 22,000 | 0.5 |
| **Total** | **4,121,500** | **100** |

2. The majority of the assisted population continue to be women, children and the elderly, from both urban and rural areas. Throughout the six republics, between 75 and 95 per cent of the beneficiaries reside with host families, while the remainder live in communal centres. Of the total 4,121,500 beneficiaries, 664,500 are refugees, 1,684,300 displaced persons and 1,772,700 other affected persons. In Bosnia and Herzegovina alone, it is thought that some one million Bosnian Muslims, Croats and Serbs have departed, and more than one million are internally displaced. Those affected by the war include social cases, for the most part institutionalized and destitute persons registered by the municipal authorities, the Red Cross and other local institutions.

3. In neighbouring European countries (i.e. Bulgaria, the Czech Republic, the Slovak Republic and Turkey) the number of beneficiaries assisted under the Special Operation principally from Bosnia and Herzegovina had increased to 13,185 by May 1994.

4. With regard to Mandate refugees of other nationalities, UNHCR continued to assist a limited number of beneficiaries under the Annual Programme in the Federal Republic of Yugoslavia while seeking durable solutions for them.

**Major developments (1993 and first quarter 1994)**

5. Generally, developments in former Yugoslavia centred on Bosnia and Herzegovina, where the United Nations and non-governmental organizations (NGOs) attempted to increase humanitarian assistance programmes against a backdrop of ongoing conflict, persecution, obstructions to the passage of humanitarian aid and subsequent delays in the implementation of projects. On occasion, aid workers faced open hostility. Some continued to work in a dangerous environment. While the winter was relatively mild for the second consecutive year, the absence of a peace settlement between the warring parties led to an increased number of displaced within Bosnia and Herzegovina and a comparable number of refugees, particularly in Croatia. When attacks on Sarajevo ceased in February 1994, the situation in the city improved. Attacks on and fighting around Maglaj and the United Nations-declared safe area of Gorazde, however, created new humanitarian crises, which were compounded by new displacements in the spring. In the relief effort, considerable resources were allocated to UNHCR's logistical operation. Donor nations provided support with convoy assets and also participated in the Sarajevo airlift and the airdrop operation to besieged areas.

6. More recently, the conclusion of an agreement between Bosnian Croats and the Government of Bosnia and Herzegovina to form a Federation, reawakended hope for a return to peace and normalization in central Bosnia and western Herzegovina. This development encouraged the formulation of preliminary plans for rehabilitation and recovery, particularly in Sarajevo and Mostar. However, conditions are as yet not conducive for the promotion and implementation of a mass repatriation programme. In the areas controlled by the new Federation, the situation remains precarious with an estimated one third of the territory still suffering from factional fighting. Furthermore, tension between ethnic groups continues in many regions. In the northwestern part of the region, ethnic persecution is responsible for an ongoing exodus of predominantly Muslim refugees.

7. The situation in the United Nations Protected Areas (UNPAs) in Croatia, where no negotiated settlement has yet been reached, continues to be cause for concern; the signing of a cease-fire agreement at the end of March .994 was, however, an important step forward. United Nations sanctions imposed on the Federal Republic of Yugoslavia have reportedly had far-reaching effects on the quality of life of the population and on services rendered by public institutions. This situation has contributed towards a declining refugee population and an increase in the number of social cases in need of support, such as institutionalized and other vulnerable cases, of whom UNHCR only assists a small number.

8. In Slovenia and in The former Yugoslav Republic of Macedonia, a more stable situation prevails. In Slovenia the marginal decrease in the number of refugees from Bosnia and Herzegovina due to spontaneous departures has been offset by an increase of some 1,500 refugees "sur place" - immigrant workers from Bosnia and Herzegovina who have recently lost employment and rights to social benefits in Slovenia. In The former Yugoslav Republic of Macedonia a reduction by 5,000 in the number of planned beneficiaries has been agreed upon with other United Nations agencies, which leaves the total target population at 22,000. Another important development was The former Yugoslav Republic of Macedonia's succession

to the 1951 Convention relating to the Status of Refugees on 18 January 1994, which means that all former Yugoslav republics have now become parties to the 1951 Convention and its 1967 Protocol.

9. Two to three years of conflict have taken their toll on the lives of the people. One of the mainstays of the assistance programme has been the provision of monetary and in-kind support to host families, thus obviating the need to construct refugee settlements, a method which may not be substainable in the long run.

10. United Nations agencies and some NGOs will continue and expand programmes for the benefit of women and children over the coming months, concentrating on community based psycho-social support and self-help activities in all republics. As a result of trauma, inactivity and the loss of family members, three other groups with special needs have emerged - adolescents, elderly persons and demobilized soldiers. Social services activities have been increased to lay foundations for revitalizing local structures. The need has been identified for expanded educational programmes in collaboration with UNICEF and UNESCO.

11. The economy in each country of the region has been seriously affected by inflation, a much reduced industrial and agricultural output, and loss of regional and external trading. The conflict in Bosnia and Herzegovina has completely disrupted or curtailed public services, particularly the health services. The recent agreement between the Bosnian Croats and the Bosnian Government has, however, already heralded a return to normalcy, with commercial activities restarting in western Herzegovina and central Bosnia.

12. UNHCR's future involvement is dependent upon political and military developments. The consolidation of cease-fires and the restoration of commercial access to large areas of Bosnia and Herzegovina would allow for a reduction in assistance programmes and put the Office in a position to focus on the return of many refugees and displaced persons to a place of their choice.

13. If an overall settlement is not achieved, regional solutions must be considered, particularly in Bosnia and Herzegovina. This would imply the continuation of life-saving projects combined with transitional measures for recovery where possible.

**Programme objectives and priorities**

14. UNHCR continued its role as lead agency. Inter-agency objectives and priorities in 1994 continue to focus on survival projects in areas where there is no negotiated and sustained peace agreement, and to introduce transitional projects which will promote economic recovery and provide an interface between relief assistance and possible repatriation and rehabilitation plans, where possible. However, if the conditions for the safe and dignified voluntary return of the refugees and displaced persons are not met, relief assistance should not be withdrawn prematurely. Although assistance will be reduced or discontinued where possible, caution is called for, especially in view of the approaching winter. A continuation of the conflict would mean that more than one million

persons who have fled Bosnia and Herzegovina, as well as the internally displaced in this republic, would be unable to return to their places of origin.

15. UNHCR's current objectives and priorities are as follows:

- to continue as lead agency in charge of coordinating inter-agency activities to ensure the delivery of humanitarian assistance, where needed, in the six former Yugoslav republics;

- to continue to monitor the treatment of and provide support to minority populations in Bosnia and Herzegovina, and to ensure admission to safety for victims fleeing war and persecution;

- to ensure the protection and treatment of refugees in former Yugoslavia in accordance with recognized international standards;

- to assist the target populations throughout former Yugoslavia and beneficiaries of UNHCR projects in other countries in eastern Europe and in Turkey through the delivery of relief items, the implementation of projects and the provision of services;

- to maintain pressure for unimpeded access to humanitarian assistance and press for an early resumption of commercial traffic in central Bosnia;

- to work closely with national and local authorities and United Nations agencies in the planning and implementation of the possible transition phase towards rehabilitation and reconstruction in Bosnia and Herzegovina, in particular in Federation territory;

- with the United Nations and other agencies, to monitor closely developments and prepare for the possible return movement of refugees and displaced persons within the region or beyond the frontiers of former Yugoslavia;

- to continue to assist persons in need of medical evacuation and to provide resettlement assistance; and

- to monitor continuously the physical and mental well being of the target population, and to solicit resources from the international community to meet those needs.

**Arrangements for implementation/related inputs**

16. In implementing its assistance programme, UNHCR works principally through NGOs, receives direct contributions of material and seconded personnel from various donor Governments, collaborates with local government aid agencies and works through the United Nations inter-agency coordination mechanisms with the direct support of the United Nations Protection Force (UNPROFOR).

17. Full inter-agency missions are conducted twice a year to discuss ongoing and future projects and to prepare United Nations Consolidated Inter-Agency Appeals for the donor community. Close collaboration is maintained with the European Community Task Force (ECTF), the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC). The International Council for Voluntary Agencies (ICVA) has maintained a unit in Zagreb since 1993, partly funded by UNHCR, to coordinate NGO activities. Up to 200 NGOs contribute towards the assistance programmes in the region.

18. A major logistical operation was organized by UNHCR to deliver food and non-food items donated by several agencies. In Bosnia and Herzegovina, in particular, this included land routes, airlifts and airdrops.

## General Programmes

### Federal Republic of Yugoslavia

#### (a) Variations in planned activities in 1993

19. In addition to the Special Operation, UNHCR continued to assist a number of Mandate refugees of other nationalities in the Federal Republic of Yugoslavia. Up to 463 persons of various nationalities were assisted throughout the year, although, by December 1993, the number had decreased to 28. This decrease was due in part to the cessation of refugee status for 156 Albanian refugees. Durable solutions were found for this group, and Albanians who agreed to repatriate were assisted by means of a small cash grant.

#### (b) 1994 planned implementation

20. In 1994, the objective of providing basic care and maintenance pending durable solutions for the refugees and asylum-seekers has been maintained and is implemented directly by UNHCR in the absence of an implementing partner. The number of beneficiaries under this project has increased steadily in the course of the first six months of 1994. At the end of May, 105 refugees and asylum-seekers were assisted. This trend is expected to continue throughout 1994. Although beneficiaries include families, there is a preponderance of single males. Refugees will continue to live in either of the two designated accommodation centres at Avala or Belgrade, with room and board provided by UNHCR, or at the Federal Immigration Centre at Padinska Skela, where UNHCR covers the cost of meals. Those able to find their own accommodation receive a modest monthly allowance. As in 1993, essential medical care is covered. For 1994, a revised amount of $ 195,900 is proposed under this project.

21. Resettlement has remained the principal durable solution for this group in the absence of opportunities for local integration and voluntary repatriation. Basic resettlement costs, such as transport and pre-departure medical examinations, are covered under this project. A revised allocation of $ 29,200 is proposed under this project.

(c) 1995 programme proposals

Care and Maintenance

22. For 1995, an allocation of $ 137,500 is proposed to provide care and maintenance to an estimated total beneficiary population of 200 persons. The number of beneficiaries is expected to decrease somewhat in 1994.

Resettlement

23. A $14,600 allocation is proposed for the 200 persons expected to be processed for resettlement in 1995.

Special Programmes

(a) Variations in planned activities in 1993

24. In Bosnia and Herzegovina UNHCR continued to provide life-saving relief items and services. In the other republics the focus of the UNHCR programme was to consolidate projects for refugees, the displaced and social cases particularly in collaboration with national Governments, other United Nations Agencies, ECTF, the ICRC and NGOs.

25. The war in Bosnia and Herzegovina prevented UNHCR from carrying out its activities to the extent planned. Obstructions to UNHCR convoys and the problems of access for all agencies resulted in delays in implementing arrangements. The escalating conflict, particularly in the second half of the year, led to a serious deterioration of security conditions faced by aid workers. These factors, combined with winter conditions and the necessity of re-routing convoys through secondary roads, resulted in lower tonnages being delivered and in the overstocking of warehouses. Such problems were only resolved at the beginning of 1994. The airlift to Sarajevo was also suspended on several occasions for security reasons.

26. These conditions seriously affected the delivery of food supplies and non-food items, such as winter supplies and shelter materials. While the target in 1993 was to deliver over 7,000 metric tons per week to Bosnia and Herzegovina, deliveries varied between 2,423 metric tons and 8,191 metric tons. Sarajevo's dependence on the airlift increased from 50 per cent in January 1993 to 89 per cent in December 1993. The besieged areas benefited from airdrops of food, medicines, seeds and winter items, which no doubt contributed towards the survival of the people in these areas. In other areas the UNHCR seed programme was expanded greatly in 1993 to reduce dependency on food aid and included spring and autumn planting of more than 6,000 metric tons of cereal and vegetable seeds.

27. The logistics component of the operation in Bosnia and Herzegovina was expanded in 1993 and, by mid-September, included 16 teams of 226 trucks with a capacity of 3,319 metric tons. In addition, a small fleet of vehicles was dedicated to specific NGO needs. The airlift operation, which began in July 1992, carried an average of 6,500 metric tons per month of aid to Sarajevo between August 1993 and May 1994. The airdrop operation, which commenced in March 1993, has transported an average of 1,358 metric tons per month to central

and eastern Bosnia. Due to lack of access, urgent arrangements were made in the second half of 1993 to increase warehousing capacity from delivery points outside Bosnia and Herzegovina.

28. The continuing conflict gave rise to an increase in the number of displaced persons and refugees in need of medical care and psycho-social support. Efforts to enlarge the number of projects to provide support to these vulnerable groups were partly delayed because of the fighting. Educational projects also were of very limited in scope in 1993 for the same reasons.

29. The number of persons in need of medical evacuation increased dramatically from mid-1993 and a medical evacuation programme developed jointly between UNHCR, the International Organization for Migration (IOM), with the cooperation of WHO, UNPROFOR and UNICEF, was expanded to cover not only Sarajevo but also other areas in Bosnia and Herzegovina. By December 1993, 391 patients had been evacuated to receiving countries and 434 were accepted, awaiting departure.

30. In Croatia, implementation arrangements were consolidated. Asylum-seekers continued to arrive from Bosnia and Herzegovina and up to 5,000 mainly Muslim refugees were relocated from hotels in Dalmatia to collective centres in Istria and Slavonia. In September 1993, 820 ex-detainees from Bosnia and Herzegovina and their dependents were evacuated from Karlovac, a transit centre under constant shelling, to Gasinci, Slavonia, where UNHCR funded the emergency construction of 200 prefabricated housing units before the onset of winter. With the growing importance of the shelter programme in Croatia, a Shelter Task Force was established in July/August by UNHCR, the Croatian Government Agency for Reconstruction, the Office of Displaced Persons and Refugees and the International Rescue Committee to coordinate bilateral and international projects.

31. Between October 1992 and December 1993 a total of 17,287 persons, mainly ex-detainees from Bosnia and Herzegovina, had been moved for resettlement or temporary protection to third countries after a transit period, principally in Croatia. In addition, 2,000 persons were awaiting departure and 1,900 were pending acceptance.

32. In the UNPAs, despite continuing tension, the UNHCR programme continued throughout 1993 where the monitoring of minority groups, in collaboration with UNPROFOR and the Civil Administration, was an important function.

33. In other republics, planned activities were more successfully completed. However, the continued imposition of United Nations sanctions delayed the delivery of relief assistance to the Federal Republic of Yugoslavia. This situation was partly resolved at the end of 1993 with the streamlining of procedures for sanctions clearance for UNHCR and NGOs through the United Nations in New York.

(b) **1994 planned implementation**

34. At the beginning of 1994 the target population in Bosnia and Herzegovina had increased to 2.7 million persons, or 67 per cent of the overall number assisted in former Yugoslavia.

35. Significant political developments took place in the first months of 1994, including a cease-fire in and around Sarajevo and an agreement on 18 March 1994 between the Bosnian Government and the Bosnian Croats on the establishment of a Federation. However, in the north of Bosnia, in Bihac and in Gorazde, fighting continued.

36. The overall delivery of assistance by road improved vastly in 1994. In central Bosnia commercial traffic, which was totally disrupted in 1993, has partially resumed, and consumer goods are again appearing on the market. However, the transition from relief assistance to recovery will be slow. Mass repatriation has not yet begun and individual purchasing power is low. UNHCR is monitoring the situation carefully. Since May 1994 it has been possible to reduce the airlift and airdrop operation marginally and to plan a gradual reduction in the number of international trucking fleets moving into central Bosnia. Even if the peace holds in this area of Bosnia, the displaced, mainly women and children, will require continued food and non-food assistance certainly until the end of the current year.

37. In eastern Bosnia, due to the continued risk of air-strikes by the North Atlantic Treaty Organization (NATO) and their implications for international aid workers, UNHCR international staff have been withdrawn temporarily. Frequent missions, however, continue to be conducted and UNHCR field offices are staffed by local employees.

38. On the basis of monitoring nutritional needs, successful crop production programmes and the evaluation of available local resources, it has been decided, in consultation with WFP, to reduce the amount of food supplied per month to Bosnia and Herzegovina from 41,000 metric tons to 29,000 metric tons. UNHCR will continue the supply of yeast and orange juice concentrate to vulnerable groups in 1994.

39. UNHCR will not be involved in the implementation of rehabilitation and reconstruction projects in Bosnia and Herzegovina. In 1994, the UNHCR programme in Bosnia and Herzegovina will comprise the following elements:

(i) Relief assistance will continue until such time as the refugees and the displaced can return to their places of origin or former residence in safety and dignity. Projects will therefore focus on the basic needs of the population with emphasis on support to vulnerable groups, providing them with food, domestic and hygiene items, clothing and winter supplies. Supplementary food distribution commenced in 1993 and will continue throughout 1994. In keeping with transitional plans UNHCR will, for a second consecutive year, provide seeds to all areas of Bosnia and Herzegovina in order to provide fresh food supplement to the

basic WFP ration and to decrease dependency on international aid.

(ii) UNHCR will continue to implement repairs and rehabilitation of private homes and collective centres. These efforts will not, however, meet all the housing needs of the returnee population. Hundreds of thousands of persons will eventually require assistance to find new homes because of the total destruction or loss of their former property. Furthermore, UNHCR will continue to provide support to the International Management Group (IMG) in their technical assessment missions to address the needs of infrastructure and public utilities of the country.

(iii) Various community services projects and mental health programmes will be expanded to address the needs of victims of war trauma. Women, adolescents, young children and the elderly will benefit from these projects. UNHCR's "Operation Reunite" project is expected to provide a valuable tracing link between separated parents and children in more than 25 countries.

(vi) In the medical field, fuel will be provided to hospitals and a number of medical facilities will be rehabilitated. The Medical Evacuation Programme from Bosnia and Herzegovina will continue for critically ill patients who cannot be treated locally.

(v) UNHCR will support small scale income-generation projects for targeted groups. This includes small scale livestock programmes and local production of relief items. The encouragement of various self-help projects throughout the country is foreseen.

(vi) In the education sector UNHCR will complement activities planned by UNICEF and possibly UNESCO, and will rehabilitate a number of school buildings. Assistance will include the provision of supplies and materials to schools which are not being assisted from other sources.

(vii) The coordination mechanisms at the field level between United Nations agencies, the ICRC and NGOs will continue to function in 1994 to ensure the best possible coverage in all regions and in all sectors of assistance.

40. In Croatia, UNHCR and other agencies are assisting 280,000 refugees and 247,000 displaced persons, as well as up to 110,000 persons in the UNPAs. In addition, ECTF and the IFRC are assisting a number of war-affected social cases, bringing the total number of beneficiaries to some 800,000 persons. Three years of continued war in Croatia have increased unemployment and placed a heavy burden on the health, education and social welfare sectors. Most of the UNHCR projects in Croatia in 1993 have been continued and expanded in 1994 with emphasis on the main component of the programme, the provision of cash grants to families hosting refugees or displaced persons. While ECTF provides basic food commodities within Croatia and the Croatian controlled part of UNPA-West, UNHCR provides warehousing

and logistical support for the delivery of WFP supplies to the UNPAs. The construction of new shelter facilities will be principally undertaken through bilateral contributions. UNHCR will implement repairs to existing ones and continue the supply of domestic and hygiene items in Croatia and the UNPAs. Under arrangements with the Ministry of Health, support will be provided in the medical field. In coordination with other United Nations and local agencies, UNHCR continues to fund community based projects to support vulnerable groups suffering from post-traumatic stress disorders. Inputs to provide primary education to the target population are closely coordinated with UNICEF. It is expected that in the future UNESCO will assume a greater role in the educational field. As in Bosnia and Herzegovina, some measure of self-sufficiency will be encouraged in the form of income-generation projects which also provide occupational therapy. Distribution of seeds falls into this category of assistance.

41. In the Federal Republic of Yugoslavia, the number of beneficiaries assisted in April 1994 stood at 306,700 refugees and 120,000 social cases in Serbia, and 32,300 refugees and 30,000 social cases in Montenegro. In the first months of 1994 there was a downward trend in the numbers of refugees in the Federal Republic of Yugoslavia due to spontaneous departures, including return movements to Bosnia and Herzegovina. The imposition of United Nations sanctions seriously affected the quality of life of the poorest sector of society, including refugees. Under an agreement between WFP and the European Community Humanitarian Office (ECHO), part of the basic food rations will be supplied by ECHO in 1994. UNHCR continues to provide logistical support, domestic and transport fuel, domestic and hygiene items, clothing, community services, and pharmacy services for the refugees, and will continue to assist with the running costs of 290 collective centres throughout the Republic. An important component of the 1994 programme will be the continuation and expansion of community services in other republics, while in the field of education UNHCR plans to provide basic school supplies to refugee children of intermediate and high-school age, while UNICEF plans to cover the needs of primary school children.

42. In Slovenia the target population, at April 1994, comprised 31,228 registered refugees, 2,682 additional unregistered beneficiaries and 1,700 refugees "sur place". This last group is made up of former immigrant workers from Bosnia and Herzegovina whose work permits and social benefits have expired. In The former Yugoslav Republic of Macedonia, the beneficiaries include 10,000 refugees and 12,000 social cases. In both republics, UNHCR continues to provide logistical support for the delivery of food and non-food aid, domestic supplies, and financial support to host families. Repair and maintenance work will continue on the 28 collective centres in Slovenia and similar facilities in The former Yugoslav Republic of Macedonia. Other support to beneficiaries in these republics includes health care through government or NGO channels, social services, and small-scale income generation projects. UNHCR provides financial support to the Ministry of Education for the provision of primary education, the extension of secondary education to refugee students and vocational training for adolescents and single parents.

(c) **1995 programme proposals**

43. The future of the Special Operation in Former Yugoslavia will depend on political decisions taken over the coming months and on developments in Bosnia and Herzegovina, and the UNPAs. With the beginning of a transitional period, following the agreement between the Bosnian Government and the Bosnian Croats, and the cease-fire held in Sarajevo and central Bosnia, plans are being made to reconstruct both Sarajevo and Mostar, which may eventually involve other areas as well.

44. Two roles are envisaged for UNHCR. If peace extends to other areas of the republic, the mass repatriation of more than one million people may begin. Up to a further one million internally displaced within Bosnia and Herzegovina would also require assistance. UNHCR would initiate a voluntary repatriation programme with the local authorities, other agencies and NGOs. However, many issues would remain to be resolved. Surveys are under way to re-register the refugees and the displaced and record their last place of residence in Bosnia and Herzegovina. Thousands of families have lost their homes or may have to return to other areas. While being the lead agency for voluntary repatriation, UNHCR would not be directly involved in longer term rehabilitation and recovery projects for Bosnia and Herzegovina.

45. Conversely, a no-war, no-peace situation in 1995 would imply the need for a regional approach - the continuation of humanitarian assistance where needed and the phasing down of assistance where possible, contingent on the gradual recovery of the economy, commercial activity and an eventual return to normal life.

46. At present, UNHCR plans to monitor the situation closely, scaling down the logistical operation or replacing parts of it with local resources. It is hoped that the airlift operation to Sarajevo and the airdrop operations can be curtailed or terminated by mid-1995.

47. It is important that assistance continues in the transitional phase. The next crop production together with the revitalization of local industry will be important elements in this period. The specialized agencies plan to resume or commence their national programmes. The creation of income-generation projects and employment opportunities will be vital. UNHCR's role in this transitional phase could include a continuation of inputs into crop production, small scale self-reliance projects targeting returnees or, in the case of continuing conflict, populations in affected areas. If the conflict persists UNHCR will be obliged to continue its programme to support populations dependent on external assistance for survival.

48. With fierce fighting continuing in the north of Bosnia and many issues not yet resolved, humanitarian assistance should not be withdrawn prematurely. In the other republics, if an overall peace settlement is not reached, assistance programmes will continue until such time as the refugees and the displaced can return under acceptable conditions.

## Programme Delivery and Administrative Support Costs

### (a) Variations in planned activities in 1993

49. In 1993, efforts were undertaken to reach the objectives set at the beginning of the year. However, due to developments in the former Yugoslavia, some UNHCR offices had to be closed and/or relocated to more secure areas. This resulted in additional costs for rental of premises, for the reinforcement of security measures, and for the assurance of the safety of staff and UNHCR property.

50. The overall staffing level as planned for 1993 was maintained throughout the year in order to be able to respond to needs for humanitarian assistance activities. A total of 546 staff have been working under regular contracts and some 250 on temporary contracts. In preparation for the winter of 1993/1994, nine Winter Field Officers were recruited for a three-month period to assist minority ethnic and vulnerable groups in life-threatening situations in Bosnia and Herzegovina.

### (b) 1994 planned implementation

51. As a result of the expansion of UNHCR's humanitarian efforts, UNHCR had established 25 offices in former Yugoslavia by end May 1994, consisting of five Offices of Chief of Mission, four Sub-Offices and 17 Field Offices. In order to run these offices and ensure implementation of UNHCR's special humanitarian assistance operation, over 860 staff have been deployed as follows: 565 staff employed by UNHCR on regular contracts (182 international staff, of which one Junior Professional Officer (JPO), seven National Officers, and 376 local staff); some 250 local staff on temporary contracts; ten United Nations Volunteers (UNVs), representing UNV's contribution to UNHCR's humanitarian efforts; and 40 experts who have either been seconded or are on loan to UNHCR from the Governments of Denmark, France, Norway, Switzerland, the United Kingdom and the United States of America. In addition, UNHCR currently employs three consultants in a variety of technical and specialized capacities.

52. The 1994 revised estimate takes into account the salaries, travel and Monthly Subsistence Allowance (MSA) of all staff working in the Special Programme of Humanitarian Assistance in the former Yugoslavia, as well as Mobility and Hardship Allowance paid to staff working in Bosnia and Herzegovina. Also covered are rental and maintenance of all offices in the former Yugoslavia, as well as the upgrading of office premises in Belgrade (Federal Republic of Yugoslavia). In addition, the Tuzla Field Office has had to be expanded again due to the increased operational needs occasioned by the opening of Tuzla airport.

53. Given the precarious security situation in the former Yugoslavia, security measures have continued to be strengthened in all offices, especially those in Bosnia and Herzegovina.

54. Other non-staff costs include the rental of a UNHCR aircraft, communications, utilities, the purchase of stationery and office supplies,

vehicles, necessary telecommunications equipment (radios, mobile telephones and other items), and the procurement of computer equipment and office furniture.

(c) **1995 programme proposals**

55. Although the evolution of the situation in the former Yugoslavia is impossible to predict, it is proposed to continue to support the programme at a similar level as in 1994.

# UNHCR EXPENDITURE IN THE FORMER YUGOSLAVIA

(in thousands of United States dollars)

| 1993 | 1994 | | 1995 | |
|---|---|---|---|---|
| AMOUNT OBLIGATED | ALLOCATION APPROVED BY 1993 EXCOM | PROPOSED REVISED ALLOCATION | SOURCE OF FUNDS AND TYPE OF ASSISTANCE | PROPOSED ALLOCATION/ PROJECTION |
| **GENERAL PROGRAMMES (1)** | | | | |
| 420.0 | 581.3 | 195.9 | CARE AND MAINTENANCE | 137.5 |
| 9.9 a/ | – | – | VOLUNTARY REPATRIATION | – |
| 0.6 a/ | – | – | LOCAL SETTLEMENT | – |
| 32.7 b/ | 30.0 | 29.2 | RESETTLEMENT | 14.6 |
| 463.2 | 611.3 | 225.1 | SUB-TOTAL OPERATIONS | 152.1 |
| 463.2 | 611.3 | 225.1 | TOTAL (1) | 152.1 |
| **SPECIAL PROGRAMMES (2)** | | | | |
| 532,176.8 | 6,913.6 | 275,690.0 | HUMANITARIAN ASSISTANCE TO DISPLACED PERSONS FROM THE FORMER YUGOSLAVIA | 257,778.3 |
| – | – | 36,469.3 | PROGRAMME DELIVERY See Annexes I a and II a | 33,979.2 |
| – | – | 4,923.0 | ADMINISTRATIVE SUPPORT See Annexes I b and II b | 4,726.7 |
| – | – | 81.0 | OTHER TRUST FUNDS ADMINISTRATIVE SUPPORT Junior Professional Officer | 81.0 |
| 532,176.8 | 6,913.6 | 317,163.3 | TOTAL (2) | 296,565.2 |
| 532,640.0 | 7,524.9 | 317,388.4 | GRAND TOTAL (1+2) | 296,717.3 |

a/ obligation incurred against Overall Allocation
b/ of which US$ 12,000 incurred against Overall Allocation